

Message Text

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ACTION IO-14

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E.O. 11652: N/A
TAGS: UNGA, AORG, ETRD, GATT
SUBJECT: UNITED NATIONS RESTRUCTURING: MISSION ASSESSMENT

1. SUMMARY: AS PREVIOUSLY REPORTED THE 32ND UNGA APPROVED THE
CONCLUSIONS AND RECOMMENDATIONS OF THE AD HOC COMMITTEE ON THE
RESTRUCTURING OF THE ECONOMIC AND SOCIAL SECTORS OF THE
UNITED NATIONS SYSTEM.

2. COMMENT: MISSION HAS BEEN TOO INVOLVED IN THE DETAILS
OF THE NEGOTIATIONS TO BE THE BEST JUDGE OF WHAT
WAS ACTUALLY ACCOMPLISHED. WE DO BELIEVE, HOWEVER, THAT
SOME OPPORTUNITIES HAVE BEEN CREATED WHICH COULD PERMIT
THE UNITED NATIONS TO BECOME A MORE EFFECTIVE INSTITUTION.
IN THIS CONTEXT, WE ATTACH PARTICULAR IMPORTANCE TO:
(A) THE POSSIBILITY THAT ECOSOC MIGHT PLAY A CENTRAL

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COORDINATING ROLE AND THUS FREE THE GENERAL ASSEMBLY TO FOCUS
ITS EFFORTS ON SERIOUS AND IN-DEPTH CONSIDERATION OF PRIORITY ISSUES;
(B) THE ESTABLISHMENT OF A NEW DEPARTMENT FOR ECONOMIC COOPER-
ATION AND DEVELOPMENT WHICH, FREED FROM OPERATIONAL ACTIVITIES,
MIGHT MAKE A MEANINGFUL, SUBSTANTIVE CONTRIBUTION TO THE
EFFECTIVE CONSIDERATION OF ECONOMIC AND SOCIAL ISSUES;
(C) THE ESTABLISHMENT OF A NEW DIRECTOR GENERAL POSITION TO

PROVIDE A NEEDED CENTRAL MANAGEMENT AND LEADERSHIP CAPABILITY
IN THE ECONOMIC AND SOCIAL SECTORS;
(D) THE POSSIBILITY OF IMPROVED PLANNING, PROGRAMME, BUDGETARY,
AND EVALUATION CAPABILITY THROUGHOUT THE SYSTEM; AND
(E) IN GENERAL, A GREATER EMPHASIS ON COORDINATION,
EFFICIENCY, AND COHERENCE IN UN ACTIVITIES.

3. IN ADDITION, ONE OF THE CENTRAL UNDERLYING ISSUES OF THIS
RESTRUCTURING EXERCISE WAS THE G-77 DEMAND FOR A GREATER VOICE
IN THE DECISION-MAKING PROCESS OF THE UN SYSTEM. BY WORKING
WITH THE G-77, MISSION BELIEVES THAT WE WERE ABLE TO
EFFECTIVELY STEER THIS DEMAND INTO A PATTERN WHICH IS
SUPPORTIVE RATHER THAN IN CONFLICT WITH OUR BASIC INTERESTS.

4. IT SHOULD BE CLEARLY UNDERSTOOD THAT WHATEVER THE ACTUAL
RESULTS OF THIS CURRENT RESTRUCTURING EXERCISE, WE ARE ONLY AT THE
BEGINNING OF A LONG-RANGE PROCESS. THE IMPLEMENTATION OF THOSE
RECOMMENDATIONS CONTAINED IN THE PRESENT TEXT WILL REQUIRE CLEAR
POLICY GUIDELINES FROM THE DEPARTMENT (E.G. ON THE PRUNING OF
ECOSOC SUBSIDIARY BODIES) AND CONTINUOUS MONITORING TO ENSURE THAT
THE FULL POTENTIAL OF THESE AGREED-UPON STEPS IS REALIZED. AS
INDICATED BELOW, THE TEXT ALSO CONTAINS UNRESOLVED ISSUES (E.G.
THE ROLE OF REGIONAL ECONOMIC COMMISSIONS) WHICH WE MUST DEAL
WITH IN THE FUTURE. FINALLY, THE TEXT CLEARLY FALLS SHORT OF
OUR OPTIMUM DESIRES, AND WE SHOULD CONTINUE TO PURSUE THESE
OBJECTIVES IN THE APPROPRIATE BODIES. END COMMENT.
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5. THE FOLLOWING ATTEMPTS TO HIGHLIGHT THE MAJOR FEATURES
OF THE FINAL RESTRUCTURING PACKAGE, TO PROVIDE SOME
BACKGROUND ON THE NATURE OF THE COMPROMISES REACHED,
AND TO GIVE AT LEAST PRELIMINARY INDICATIONS OF WHERE
WE GO FROM HERE. COMMENTS ARE KEYED TO THE FINAL RE-
PORT AS AMENDED (SEE A/C.2/32/480/ADD 1).

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6. SECTION I (GENERAL ASSEMBLY). ESSENTIALLY NO NEW GROUND IS
BROKEN. PARAGRAPHS 1 AND 2 REFLECT G-77'S INSISTENCE ON THE
CENTRALITY OF THE GENERAL ASSEMBLY IN THE SYSTEM AND OF THE
GOAL OF PROMOTING ECONOMIC DEVELOPMENT IN THE CONTEXT
OF THIS RESTRUCTURING EXERCISE. (U.S. STATEMENT OF INTER-
PRETATION AND RESERVATIONS WHICH IS PART OF THE OFFICIAL RECORD
EMPHASIZES THAT THE ABOVE IS NOT TO BE CONSTRUED AS EXPANDING
THE AUTHORITY AND POWER OF THE GA BEYOND THAT PROVIDED FOR THE
CHARTER.) SPECIFIC RATIONALIZATION PROPOSALS (PARA 3) ARE COUCHED
IN GENERAL TERMS AND, IN FACT, ARE ALREADY PRACTICED IN PRINCIPLE.
TO THE EXTENT THAT ANY IMPLEMENTATION IS INVOLVED, THE SECRETARIAT
WILL PROBABLY BE THE ACTION BODY -- TRADITIONALLY THE GA ROUTINELY
APPROVES THEIR PROPOSED ORGANIZATION OF WORK. COMMENT: MISSION
BELIEVES THAT MUCH CAN AND SHOULD BE DONE TO IMPROVE THE WORK
METHODS OF THE SECOND AND THIRD COMMITTEES EVEN THOUGH WE WERE
NOT SUCCESSFUL IN GETTING THIS WRITTEN INTO THE RESTRUCTURING
TEXT. THIS YEAR'S GA IS CLEAR EVIDENCE THAT CURRENT WORK
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METHODS DO NOT PERMIT SERIOUS AND CONSTRUCTIVE CONSIDERATION
OF ISSUES -- THE LATE SUBMISSION OF RESOLUTIONS AFTER THEY HAD
BEEN VETTED BY THE G-77 RESULTED IN ESSENTIALLY
SUPERFICIAL NEGOTIATIONS. WE BELIEVE IT WOULD
BE USEFUL TO EXPLORE WITH THE SECRETARIAT, THE
G-77, AND OTHERS, WAYS TO IMPROVE THE EFFICIENCY
AND EFFECTIVENESS OF THE GA (I.E. WHETHER IT
WOULD BE POSSIBLE TO IDENTIFY BEFORE THE SESSION
AREAS OF PRIORITY, INTEREST AND CONSIDERATION,
THE POSSIBILITY OF LIMITING THE AGENDA, ETC.)

7. SECTION 2 (ECONOMIC AND SOCIAL COUNCIL).
THE EFFORT IN THIS SECTION IS TO PERMIT ECOSOC TO PLAY ITS
CENTRAL ROLE IN SPITE OF ACKNOWLEDGED POOR PERFORMANCE IN RECENT

YEARS. THE TEXT REAFFIRMS AND SPELLS OUT THE CHARTER FUNCTIONS, OF ECOSOC (PARA 1) AND SUGGESTS SPECIFIC WAYS IN WHICH ITS POTENTIAL MAY BE REALIZED:

A) ASSISTING AND PREPARATION OF THE OWRK OF THE GA (WHICH TIES INTO RATIONALIZING THE WORK OF THE GA); B) THE SHORTER MORE FREQUENT SUBJECT ORIENTED SESSIONS; C) POSSIBLE IDENTIFICATION OF PRIORITY ISSUES FOR CONSIDERATION; D) PRUNING OF SUBSIDIARY BODIES WITH THE COUNCIL ASSUMING DIRECT RESPONSIBILITY FOR THE AREAS INVOLVED; AND E) RESIDUAL OVERVIEW FUNCTIONS. (THE LATTER WHICH IS CONTAINED IN PARA 5 COULD BE OF LONG-RANGE IMPORTANCE -- THE OVERVIEW COMMITTEE OF THE WHOLE AGREED TO IN THIS SESSION IS A TEMPORARY BODY WITH FINAL ARRANGEMENTS FOR THE OVERVIEW FUNCTION TO BE DETERMINED AT THE 1980 SPECIAL SESSION.) THE PRUNING OF SUBSIDIARY BODIES POSED A SERIOUS PROBLEM FOR THE G-77 IN THAT IT COULD EXCLUDE COUNTRIES WHICH WERE MEMBERS OF THE SUBSIDIARY BODIES BUT NOT OF THE COUNCIL FROM BEING INVOLVED IN THE CONSIDERATION OF THE SUBSTANTIVE ISSUE INVOLVED. ACCORDINGLY, THEY INSISTED ON PROVISIONS IN THE TEXT WHICH COULD LEAD TO AN EXPANSION IN LIMITED OFFICIAL USE

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THE MEMBERSHIP OF ECOSOC. THE CONSULTATIVE WORDING OF PARAGRAPH 9 REFLECTS A COMPROMISE BETWEEN THE G-77 AND THE SOVIETS WHO ADAMANTLY OPPOSED EVEN CONSIDERING THE EXPANSION OF ECOSOC IN THE CONTEXT OF THIS RESTRUCTURING EXERCISE. (U.S. DEL AGREED "TO CONSIDER" SUCH AN EXPANSION BUT MADE IT EQUALLY CLEAR THAT SUCH CONSIDERATION WAS WITHOUT PREJUDICE TO A FINAL CONCLUSION.) PARAGRAPH 11, WHILE UNFORTUNATE IN ITS REFERENCE TO NIEO, REFLECTS THE EXACT WORKING OF THE REQUEST OF THE NGO'S AND DOES RESPOND TO THEIR INTEREST OF HAVING A MORE RATIONAL RELATIONSHIP WITH THE SYSTEM.

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(U.S. DEL STATEMENT MADE IT CLEAR THAT NOTWITH-
STANDING THE ABOVE WE CONSIDER ECOSOC RESOLUTION 1913 AS
ESTABLISHING THE CRITERIA FOR CONSULTATIVE RELATIONS).
ECOSOC IS TENTATIVELY SCHEDULED TO HAVE
A SPECIAL SESSION IN LATE JANUARY TO BEGIN IMPLEMENTING
PROVISIONS OF THIS TEXT. MISSION RECOMMENDS THAT WE SUPPORT
THE CONVENING OF THIS SESSION AS WELL AS OTHER SESSIONS AS MAY BE
REQUIRED AND THAT THE DEPARTMENT DEVELOP CELAR GUIDELINES AND
CRITERIA FOR THE PRUNING OF SUBSIDIARY BODIES AND FOR POSSIBLE
SUBJECTS TO BE CONSIDERED IN THE SUBJECT ORIENTED SESSIONS.

8. SECTION 3 (OTHER FORUMS) AGAIN THIS SECTION IS
ESSENTIALLY HORTATORY AND DOES NOT REQUIRE IMPLEMENTATION. THE
ONLY CONTROVERSIAL ELEMENT CONCERNS THE DEFINITION OF THE
RELATIONSHIP BETWEEN GA/ECOSOC AND OTHER BODIES. MISSION
BELIEVES THAT THE FINAL WORDING WHICH IS COUCHED IN TERMS OF
BOTH THE CHARTER AND THE RESPECTIVE BASIC INSTRUMENTS
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PROTECTS OUR BASIC INTEREST. U.S. STATEMENT FOR THE
RECORD SPECIFIES OUR UNDERSTANDING OF THE MEANING OF THIS PHRASE.

9. SECTION 4 (STRUCTURES FOR REGIONAL AND INTER-REGIONAL
COOPERATION). WHILE THE PROVISIONS OF THIS SECTION CALL IN GENERAL
ON REGIONAL COMMISSIONS TO PLAY A MAJOR ROLE, THE SPECIFICS REFLECT
AN UNEASY BALANCE BETWEEN MERITS OF CENTRALIZATION AND
DECENTRALIZATION WITHIN THE SYSTEM AND BETWEEN THE INTERESTS
OF INDIVIDUAL NATIONS AND REGIONS. THIS HAS BEEN A CONTINUING
PROBLEM IN THE UN CONTEXT, AND THE PARAGRAPHS BASICALLY
REFLECT THE STATE OF THE ARTS RATHER THAN RESOLVE ISSUES.
COMMENT: MISSION IS AWARE OF CONFLICTING VIEWS WITHIN USG ON THE
MERITS OF CENTRALIZATION VS. DECENTRALIZATION. WE BELIEVE THIS IS
A SUBJECT THAT REQUIRES SERIOUS CONSIDERATION LEADING TO A
CLEAR U.S. POSITION. FROM OUR PERSPECTIVE, WE WOULD THINK THAT
REGIONAL COMMISSIONS COULD PLAY A CRITICAL ROLE IN TRANS-
FORMING THE DISCUSSIONS OF "NORTH/SOUTH" ISSUES INTO A
MORE REALISTIC AND MEANINGFUL DIALOGUE.

10. SECTION 5 (OPERATIONAL ACTIVITIES). THIS WAS CLEARLY THE MOST CONTROVERSIAL ELEMENT WITHIN THE G-77. ESSENTIALLY THE MIDDLE-INCOME DEVELOPING COUNTRIES WERE OPPOSED TO THE INTEGRATION OF OPERATIONAL ACTIVITIES FOR FEAR THAT THE SPECIFIC ACTIVITIES OF BENEFIT TO THEM MIGHT DISAPPEAR. THERE IS A GENERAL COMPROMISE WHICH PERVADES THIS SECTION -- THAT THE INTEGRATION OF OPERATIONAL ACTIVITIES WILL RESULT IN INCREASED FUNDS BOTH THROUGH SAVINGS FROM THE EFFICIENCIES ACHIEVED AND THROUGH INCREMENTAL FUNDING AS THE UN PROVES ITSELF TO BE A MORE EFFECTIVE INSTRUMENT FOR DEVELOPMENT FINANCING. WITHIN THIS FRAMEWORK, SPECIFIC PROVISIONS CALL FOR A SINGLE ANNUAL UN PLEDGING CONFERENCE, MAXIMUM UNIFORMITY OF ADMINISTRATIVE, FINANCIAL, BUDGETARY, PERSONNEL LIMITED OFFICIAL USE

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AND PLANNING PROCEDURES, IMPROVED COHERENCE AND INTEGRATION OF UN PROGRAMS AT THE COUNTRY LEVEL, THE DESIGNATION OF A SINGLE UN OFFICIAL TO SERVE AS TEAM LEADER, AND "CONSIDERATION" TO THE ESTABLISHMENT OF A SINGLE GOVERNING BODY. PARAGRAPH 3 MAKES IT EXPLICIT THAT THESE MEASURES ARE INITIAL STEPS AND NOT NECESSARILY EXHAUSTIVE. COMMENT: THE EC-9 AND NORDICS ARE ESSENTIALLY DISSATISFIED WITH THESE PROVISIONS. THEY SOUGHT WITHOUT SUCCESS SPECIFIC PROVISIONS WHICH WOULD HAVE CLEARLY ESTABLISHED UNDP AS THE CENTRAL FUNDING AGENCY (WITH IT BEING UNDERSTOOD THAT NEW FUNDS WOULD NOT BE CREATED), WHICH WOULD HAVE CALLED FOR THE INTEGRATION OF EXISTING FUNDS, AND WHICH WOULD HAVE CLEARLY DESIGNATED THE UNDP RES REP AS THE COUNTRY "TEAM LEADER". END COMMENT.

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11. SECTION 6 (PLANNING, PROGRAMMING, BUDGETING, AND EVALUATION). ESSENTIALLY THIS SECTION REAFFIRMS THE MAJOR ROLE OF THE COMMITTEE FOR PROGRAM AND COORDINATION ALONG THE LINES ALREADY AGREED IN EXISTING ECOSOC/GA RESOLUTIONS. UN ORGANIZATIONS ARE URGED TO COMPLETE STEPS ALREADY UNDERWAY TO HARMONIZE THEIR BUDGET AND PROGRAM PROJECTS AND TO UNDERTAKE PRIOR CONSULTATION. ACABQ IS ENJOINED TO BE GUIDED BY THE PRIORITIES ESTABLISHED BY THE GA AND ECOSOC, AND IS RECOMMENDED THAT ACABQ MEMBERSHIP SHOULD BE INCREASED TO "AT LEAST" 16. (THE 32ND UNGA INCREASED THE SIZE OF ACABQ TO 16 WHICH TAKES CARE OF THE INTERESTS OF DEVELOPING COUNTRIES BUT DOES NOT SATISFY THE INTERESTS OF THE NORDICS.)

12. SECTION 7. (INTERAGENCY COORDINATION). AGAIN THIS SECTION ESSENTIALLY REAFFIRMS EXISTING LIMITED OFFICIAL USE

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PROCEDURE RATHER THAN BREAKS NEW GROUND. THERE IS AN EMPHASIS ON STREAMLINING THE SUBSIDIARY MACHINERY OF THE ACC REFLECTING PRIMARILY THE FRUSTRATION OF MEMBER COUNTRIES IN FOLLOWING ISSUES THROUGH THE CURRENT MAZE.
(COMMENT: THE FUTURE OF THE ACC WILL IN GOOD MEASURE BE DEPENDENT UPON THE IMPLEMENTATION OF SECTION 8 BELOW.)

13. SECTION 8 (SECRETARIAT SUPPORT SERVICES). THERE ARE TWO BASIC ELEMENTS IN THIS SECTION, EACH OF WHICH COULD HAVE A PROFOUND IMPACT ON THE FUNCTIONING OF THE UN SYSTEM. THE FIRST INVOLVES THE REDISTRIBUTION OF FUNCTIONS WITHIN THE SECRETARIAT -- THE ESTABLISHMENT OF THE DEPARTMENT OF ECONOMIC COOPERATION AND DEVELOPMENT (ESSENTIALLY INTER-SECTORIAL RESEARCH AND ANALYSIS, AND PRO-

GRAMMIING AND CORDINATION), A DEPARTMENT OF TECHNICAL COOPERATION FOR DEVELOPMENT (ESSENTIALLY THE OLD OTC) AND A NEW SECRETARIAT SUPPORT OFFICE REPORTING DIRECTLY TO THE SECRETARY-GENERAL (THE OLD ECOSOC SECRETARIAT). DOCUMENT A/C.5/32/86 GIVES DETAILS ON HOW THE SECRETARY-GENERAL PROPOSES TO IMPLEMENT THESE PROVISIONS. THE SECOND MAJOR ELEMENT IN THIS SECTION IS CONTAINED IN PARAGRAPH 5 WHICH INVITES THE SECRETARY-GENERAL TO APPOINT A DIRECTOR GENERAL FOR DEVELOPMENT AND INTERNATIONAL COOPERATION. THE G-77 MADE THIS POSITION THE CENTER-PIECE OF THEIR APPROACH TO THE WHOLE RESTRUCTURING EXERCISE. THE FRENCH (WITH SOME SUPPORT FROM OTHERS IN EC-9) WERE ADAMANT IN POSING IT OUT OF FEAR THAT IT WOULD DETRACT FROM THEIR SENIOR POSITION IN THE UN (I.E. UNDER SECRETARY-GENERAL FOR ECONOMIC AND SOCIAL AFFAIRS). THIS ISSUE WAS NOT LIMITED OFFICIAL USE

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RESOLVED UNTIL VERY LAST MINUTE. THE FINAL COMPROMISE PACKAGE COVERS THE LEVEL (ESSENTIALLY UNDER-SECRETARY-GENERAL "WITH STATUS" EQUIVALENT TO THAT OF THE HEAD OF A MAJOR SPECIALIZED AGENCIES), MANDATE (STRICTLY UNDER THE AUTHORITY OF THE SYG AND ESSENTIALLY SYSTEM-WIDE) AND MODE OF APPOINTMENT (BY THE SYG WITHOUT REQUIRING THE APPROVAL OF THE GA). THE NET IMPACT OF THESE TWO ELEMENTS COULD BE A SEPARATION OF RESEARCH/ANALYSIS FROM OPERATIONAL ACTIVITIES WITHIN THE SECRETARIAT IN THE HOPES THAT BOTH FUNCTIONS COULD THUS BE BETTER PERFORMED AND THE CREATION OF A NEW HIGH LEVEL POSITION WITH A MANDATE TO PROVIDE SYSTEM-WIDE LEADERSHIP. YOUNG

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